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ABSTRACT

The papers in this collection were presented at a midwest regional conference on enrollment decline and school closing. The papers deal with such topics as analyzing enrollment decline, examining trends in school enrollment and demography, and strengthening the educational program, as well as school facilities, public opinion and school closing, educational finance and budgeting, and ways of meeting decline. The major themes of these papers are the need for comprehensive planning and policy-making, community involvement, and the careful timing of decision-making. An evaluation of the conference is also included. (DS)

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Declining Enrollments and School Closings

Edited By
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EA 009 805

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FOREWORD

During the next decade, most school districts throughout the country face substantial enrollment decreases. In many of these districts the decline will force major decisions to be made which may precipitate community-wide crises. The focal point of many of these crises will be the building-level—buildings which will be closed.

In 1976, the United States Office of Education—Region VII, the Kansas State Department of Education, and The University of Kansas School of Education sponsored a Regional Conference on Declining Enrollments and School Closings: Problems and Solutions. This Conference brought together many of the leaders in public education from throughout a six-state midwestern region; these states were Iowa, Missouri, Arkansas, Oklahoma, Nebraska, and Kansas.

This monograph is a collection of most of the addresses from the Regional Conference. It is presented to you with the hope that it will provide some insights and possible solutions as you face the difficult task of managing decline. The three sponsoring agencies are committed to the concept of quality education for all of the nation's most precise natural resource—its youth. If we can help you provide this education in this period of enrollment decline, please call on us.

Dr. Merle R. Bolton
Commissioner
Kansas State Dept.
of Education

Dr. W. Phillip Hefley
Regional Commissioner
United States Office
of Education

Dr. Dale P. Scannell
Dean
The University of Kansas
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TOWARDS AN ANALYSIS OF DECLINE

Jerry D. Bailey

Few problems facing educators are as compelling as those occasioned from, and exacerbated by, declining enrollments. This loss of students creates a situation not faced in growth-oriented contemporary American public education. A cursory and not exhaustive review of the issues raised the following major questions.

- What does the future look like for schools?
- How does declining enrollment affect the quality of an educational program?
- How can districts improve when budgets are linked with numbers of students, fixed costs are increasing, salaries are negotiated, and government asks more and more of schools?
- How can equitable and legal personnel practices be maintained in the face of decline?
- What are we going to do with those extra school buildings if we can get them closed?
- In short, how can we do better and better with less and less?

This monograph is the product of educators who are concerned with answering these questions. Most of its contributors delivered their papers in 1976 to a midwestern regional conference sponsored by the United States Office of Education—Region VII, Kansas State Department of Education, and The University of Kansas School of Education. Jack Culbertson's article appears as it provides particularly cogent information to administrators facing the adversity of decline. Bill Holloway was the conference evaluator, and his report is included. The other papers come directly from the conference.

Several themes flow through the pages of this document. The need for a sound planning process echoes from article to article—a district that does not adequately plan prior to attempting to close a school is traveling a path frought with peril. Early on in the planning process is the need to assess and evaluate board policies which apply to the myriad aspects of decline—cogent policy is an essential precondition to the effective management of the problem. Several of the contributors write persuasively about the necessity for broad community involvement and clear communications processes. And, since much of what we are about is as nearly "political" as "educational," we must know our districts well enough to assure the proper timing of decisions. These themes—planning, policy, involvement,

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and timing—seem inextricably intermingled with the practices of many districts effectively coping with decline.

Several prominent educators made major presentations at the conference which are not included in the monograph. The omission of their papers reflects only the lack of fiscal creativity on the part of the editor. Do not believe that their contributions were not important. Superintendents Bob Brandeberry (Duncan, Oklahoma), Dwight Davis (Des Moines, Iowa), and Raymond Waier (Kirkwood, Missouri) successfully are meeting declining enrollments and closing schools—each provided a provocative case study of his district. Carroll Sawin (Lincoln, Nebraska) and Ron Anderson (Omaha, Nebraska) spoke authoritatively about the personnel implications of declining enrollments.

Others must be acknowledged as without their assistance the conference could not have been delivered. Primary among these is Harold L. Blackburn, Deputy Regional Commissioner of the United States Office of Education. Harold's sage advice and support provided the catalyst to allow the conference to happen. Mode Johnson, Dolores Cox, and Helen Marquez—all of The University of Kansas—prepared the materials, managed the mundane, and ran the conference; their performance was spectacular.

The leadership of the three sponsoring agencies—KSDE Commissioner Bolton, USOE Regional Commissioner Hefley, and KU Dean Scannell—was unswerving in its support of this project. The success of the conference is a tribute to such interagency teamwork, and the process should serve as a model for future cooperative endeavors.

TRENDS AND DEMOGRAPHICS: WHAT'S AHEAD

Katherine Eisenberger

Many educators, for the first time in their professional lives, are facing problems occasioned by declining enrollments. A discussion of tomorrow's "big picture" demands that three basic areas be examined. These three can be called Growth to No-Growth, National Trends, and Impact: What Does It All Mean for the Future.

Growth to No-Growth

The great majority of present day school leaders have experienced the post-WWII baby boom. Most can recall quite vividly the over-crowding, split-sessions, and year-after-year push for construction-bond issues.

Simultaneously there was industrial and business expansion from the urban areas out into the countryside. This combination of population and industrial growth, supported by federally financed highway systems, created such a residential land rush that next-to-the-city rural areas became "prime suburban communities." During that time home construction became big business. Real estate developers prospered, and public education struggled to keep pace. And keep pace it did.

From colonial times forward, the intellectual, physical and emotional strengths of Americans have coalesced with the natural resources of this land to catapult us in 200 short years from an English colony to a leader among nations of the world. From our colonial crib we have come to believe in and have rallied around one basic concept: Growth!

Bigger is better; new is good; used is bad. Change brings new, therefore, change is good. Change from the old school to a new, bigger school. Move to a new house; buy new clothes; trade-in the old for a new car, a bigger car.

In a recent paper, Dr. Edward Fields termed this growth orientation in public education the "more concept . . . more school facilities, more teachers, more legislative effort to improve federal and state support, more operating costs, and more taxes." Between the year 1950 and 1970 elementary school enrollments grew from 22 million to 37 million while secondary school enrollments more than doubled. Total expenditures of all public elementary and secondary schools rose from 6 billion in 1950 to over 40 billion in 1970.

In the struggle to stay out in front of the ever-marching legions of school-aged children and with the support of an expansion-

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oriented state of mind, school district growth continued well beyond the time when demographers were quietly indicating a population slow-down might be ahead. In 1967 on Long Island, the first of some 26 Nassau County public schools was closed. With the great advantage of hindsight, it is easy to view that remote 1967 closing as having been a foreshadowing of the future. However, because of the "more mentality" it went by unnoticed—or if it were noticed, certainly it was not recognized as anything other than an "isolated case."

As early as 1960 demographers began to whisper, later in a louder voice, that things might be changing. But no one heard. Why? You might query. First, very credible and tangible evidence to the contrary was available—mothers were pushing baby carriages; playgrounds were swarming with children; and schools were bulging at their seams. And second, those administrators and school boards who believed what Harvard Professor Russell Davis refers to as the "less vibrant evidence of demography" found themselves unable to convince a growth oriented community that a projected pupil enrollment decline was ahead. And understandably so, for *growth was good*; *decline was bad*; not to grow bigger was almost un-American. What man or woman, living in suburbia of the 60's would accept for his or her community a verdict of guilty of not growing?

In my home state of New York as the early years of the 70's arrived, school leaders faced progressively more difficult times. Budget defeats became more usual than unusual; spiraling school-tax rates were impossible to hold steady; teachers' salaries escalated rapidly; district budgets strained as the well of federal funds went dry; and, newly-won labor contract demands chipped away, year by year, at the once considered school board "management prerogatives." The limitations posed by the energy crisis and the long-range planning needs of pupil enrollment decline seemed to sweep over the state in tandem during 1973-74.

All of these combined factors left many districts ill-prepared to cope with decreasing enrollments in any way other than school closings. Most districts already had reduced class size either to meet teacher contract demands or to fill the open space provided by the gradual slippage in lower grade enrollments. Most already had moved special-area teachers out of the closets and storage room areas of the crowded 60's into full classrooms. By the 1973-74 school year there was little recourse. Proposed school closing reports spread throughout the area; in their wake came reports of outraged communities, militant staff, hard-pressed school boards, and frustrated school superintendents. By mid-August 1974, the number of superintendents who had "gone to the mat" with the community

over proposed school closings was beginning to grow, and horror stories of their experiences were circulating.

Ironically, the great corporate leaders of industry, those to whom superintendents are compared by business-oriented school board members, found themselves equally ill-prepared to cope with the demographic changes. Johnson and Johnson scrambled to diversify their baby product lines. Today baby shampoo is for the adult who washes his hair daily. Gerber, that great baby food institution, now packages and markets single serving adult foods. The Topps bubble gum company is on the move to the Southwest where the greater number of children available to chew bubble gum will keep the product line solvent.

National Trends

It is no secret that the northeast section of the country reaching diagonally from just below Washington across to Chicago is experiencing a major decline in the basic indicators of growth and, consequently, power. This power shift, well-documented and eloquently explained by Kirkpatrick Sale in his book entitled *The Power Shift*, perceptively chronicles the economic establishment of power in the Southern Rim states. This area stretches from Southern California horizontally across to Atlanta with Oklahoma, Arkansas and Tennessee being its Northern boundary states.

In the years ahead, it is said that the Southern Rim will be the only major growth sector of the country. This prediction is based upon what Sale refers to as the "six pillars" of economic power: agribusiness, defense, technology, oil, real estate, and leisure. And, most important to us, population growth.

But what of the rest of us? The projections of the United States Bureau of Census indicate that enrollments will continue to decline, *nationally*, through 1981-82. In 1981-82 there will be an increase in grade 1 enrollment. As grade 1 increases slightly, it will do so in the midst of a general decline in grades 2-12. The dynamics of explaining this growth in the midst of decline, and the need for providing adequate resources and facilities will be a communications challenge for the beleagured school administrator. (I've noted that in education circles it is best to refer to problems as challenges and to superintendents as beleagured.)

I want to caution you, however, this is a *national* figure and really does not give an accurate picture for local planning. First grade enrollment is inextricably linked to the number of live births six years earlier; and birth rate is a product of the fertility ratio. Fertility refers to the number of births per 1000 women. In the year 1957, for every group of 1000 women between the ages of 15 and 44 there were approximately 125 children born. The fertility ratio nationally has declined steadily since 1957.

I suggest that when viewing these figures it is more helpful to look at sections of the country that frequently serve as a bellwether. California is usually 2-3 years ahead of New York in demographic trends. School closings, as a result of enrollment decline, were experienced by many California communities in the mid-to-late sixties and early seventies. Our impact years on the East Coast began in 1973-74. Sklar and Berkor, two California researchers, have documented the beginning of an upswing in the West; tentative projections indicate an increase in school enrollments in some California areas by 1979.

New York projections look for an enrollment increase in some areas by 1982-83. Mid-west demographers are indicating that a turnaround may be felt in this area as late as 1989-90. However, University of Iowa Professor E. Truesdale estimates that Iowa's enrollments may bottom out in 1985-86.

The numbers of students enrolled in schools is only one dimension of the national demographic trend. Our nation's population in 1990 has one overwhelming and significant feature. An increased median age. As a society we are aging. We will be less child-oriented than the society of today or the most recent past. By 1990 more than 80% of our population will be 18 years old or older. Today 25% of our population is under 18.

Between 1974 and 1990 a 2% increase in minority racial group population is expected. The percentage of minority increase is not as important as geographic distribution; the preponderance of minority population will continue to centralize in urban areas.

School system enrollments are affected greatly by in-out migration patterns. In the most recent past and today, there is a general out-migration from central city areas to the adjacent suburbs. However, research demographer Calvin Beale indicates that out-migration between 1970 and 1973 has not been primarily to the adjacent suburbs, but to the more rural non-adjacent counties. Positive growth rates were seen in counties having no major urban areas. There is a definite move back to the rural areas. All of this information is interesting but not really very meaningful for us unless we link it to what it means for education in the years ahead.

Impact: What Does It All Mean for the Future

Generally, elementary enrollment will continue to decrease through 1982 and then begin to turn around; secondary enrollment will decrease through 1990; and college enrollment will probably decrease beginning in 1982.

We have talked about the "expansion" state of mind or "growth orientation"; today in 1977 most Americans are making an adjustment in this mind set. The pervasive evidence of economic slow down, unemployment and budget cut backs has moved most Amer-

icans to a reluctant realization that this is truly an era of retrenchment.

Perhaps because of material security needs we as a society tend to adopt and fix irreversibly a mind set, be it for growth or decline. I am concerned that, in the years ahead when elementary enrollment does begin to increase, our school boards and communities will be so firmly fixed and locked into a declining state of mind that hiring additional teachers, allocating building space, shifting resources, and mustering forces to support elementary program needs will be wellnigh impossible.

I have heard colleagues say that there are three kinds of educational administrators:

The Builders—those who can pass bond issues and build schools.

The Innovators—those who can bring about program change and are known as change agents.

The Status-Quo Keepers—those who can maintain a system on an even keel and keep everything running smoothly.

By 1980 there will be a fourth:

The Consolidators—those who can manage a system in no-growth or decline.

Unfortunately, most university departments of educational administration are not offering programs in the effective management of decline. And those consolidators who are emerging are doing so under duress. May I suggest, given the growth of the Southern Rim states, that if you are a builder, an innovator, or a status-quo keeper and really have no desire to be a consolidator "Go South, young man, head South."

PUBLIC OPINION, LEGISLATION AND DECLINING ENROLLMENTS

Virginia Y. Trotter

I have been asked to address the topic of the impact of public opinion and legislation on declining enrollments. I am sure you can imagine that in my position I hear quite a bit of public opinion —and am called on to respond frequently to legislation. So, it is with those credentials that I give you *my* opinions about the effect of public opinion and legislation on the future direction of our schools, directions mandated in large part by changes in enrollment patterns.

You are aware of the numerical patterns of the declining enrollment picture. You know:

- That enrollments in public schools in grades K-12 peaked in the school year 1971-72 and have been declining gradually since that time,
- That in each of the six states represented in this region, enrollments K-12 have declined slowly but steadily since the 1971-72 school year,
- That since 1966 the U.S. birth rate has remained at or below the levels of the 1930's, formerly the lowest on record, and,
- That if these present population trends continue as expected enrollments in all regular public and private elementary and secondary day schools will drop from 49.8 million in 1974 to 44.8 million in 1984.

You are also aware of the implications of those figures—on the use of fiscal and physical resources—on the use of human resources—and on the student.

Several broader issues are raised by declining enrollments:

- The possibility of state aid inequity for districts when enrollment drops,
- The political implications of consolidating or closing school facilities,
- The impact on the opportunity for new school facilities,
- The feasibility of leasing or selling excess school facilities and the use of surplus space,
- Teacher supply and demand, and,
- The implications of declining enrollments for postsecondary institutions.

Dr. Trotter was the first woman ever to be named Assistant Secretary for Education, HEW.

Educators have spent their professional careers dealing with growth in school enrollments. Growth has permeated the whole scheme of things—administrative styles have been nurtured under growth conditions. Now, the great majority of our communities and states face a decade of declining enrollments. In our growth-oriented society, this process of reduction and resultant realignment will require time —time for understanding, acceptance and adjustment. I suggest that for most educational administrators, success and leadership will increasingly be measured by an ability to cope with decline.

The facts of declining enrollments must be studied and appropriate strategies and procedures to cope with these trends developed at the local and state level. I cannot stress too much the fact that each community must develop its own strategies as each community's needs are unique. How each school district responds to declining enrollments must be determined by its financial resources and enrollment projections, educational programs and goals, community needs, types of communication and decision-making, and most of all, its planning ability.

The issues arising from declining enrollments which most frequently generate public comment and public action relate to financing, staffing and use of space. Let's examine them individually.

First, let's examine financing and fiscal issues. The traditional public opinion is that as enrollments decline, there should be a corresponding decrease in the costs of running the school. We are all aware, though, that two basic economic dilemmas prevent this illusory premise from assuming real existence. The first is that costs will continue to rise even as student numbers decline. Related to this is the second financial dilemma: most operating expenditures will respond only to a fairly substantial decline in enrollment, while school revenue immediately drops when the district loses a student.

We are all also aware that state aid formulas and many federal funds are based primarily upon the number of students served, so that a school district begins losing revenue soon after it begins to lose enrollment. We can only speculate on the impact of declining enrollment on local support for education—though we can generally assume that a declining number of students will affect negatively a district's ability to pass tax and bond referenda. Forty-three states are feeling the impact of enrollment shrinkage, and a number have adopted various methods to cushion the loss of revenue. Kansas, for example, has provided that no district will receive less than 90 percent of its prior year entitlement.

At the Federal level, the National Institute of Education—the research arm of the Education Division—has a Finance and Productivity Program for FY 1977 designed to help educational decision-makers develop solutions to current finance and resource allocation problems. A major thrust of this program is the development of

school finance activities with emphasis on adjusting to changes in patterns of enrollment. The need to provide quality education is not diminished because of decreased enrollments. Alternative patterns of financing must be developed to assure the highest quality of education.

The second most commonly pronounced public opinion is that with a decrease in the number of students, fewer teachers are needed. I say that declining enrollments do not necessarily mean that districts must eliminate jobs. Rather, long-range staffing plans must be made to reflect reduced student populations and increased fiscal constraints—and to ensure maintenance of quality education programs. For years we have had too few teachers for our students. Now, with declining enrollments, teacher/pupil ratios can be set at more ideal levels; and, the quality of education we advocate can become a reality.

Planning not only allows us to provide quality education, but also permits use of the vacant space and surplus staff to introduce programs or expand existing ones. Planning allows teachers to be employed in support positions rather than be terminated. Experienced teachers then become available to fill positions vacated by normal attrition. Planning ensures protection to employees and employers if termination were, in fact, required. Planning—at local, state and national levels—is absolutely indispensable.

A third major opinion frequently expressed by the public relates to use of educational facilities. The population trends are requiring most districts to develop retrenchment strategies, not expansion techniques. A reduced student population usually produces surplus space—and opportunities to improve existing programs or develop new ones. Surplus space provides the school district with an unprecedented occasion to integrate total community needs by using school facilities for community-based or social agency programs.

Surplus space also provides the unprecedented luxury of allowing a community to ask: "Do we need these buildings?" "Can we consolidate?" "Can we upgrade our existing facilities—or build new ones to replace the old?" Local decisions are obviously needed here; they can be made because of the opportunity to plan provided by this "breather" in the population rush.

I have listed the three broadest, and most frequently mentioned, areas of public concern. There are, of course, others which are politically, or legally, or socially, or legislatively decreed. We cannot at the Federal level unilaterally impose a single solution for all school districts. Each is unique, and to be effective, each must plan to meet its community's needs.

I believe the problems of declining enrollments, and many of the attendant ramifications, are known. I do *not* believe this is a time to wring our hands and cry in dismay. For years we have had

to deal with overcrowded and outmoded facilities and with teacher shortages. We are now in a uniquely positive posture of being able to pause and carefully analyze our position and our future goals. We have been given a reprieve—a time to plan for the increases in population two decades hence which even the most conservative statisticians predict. We have been given the rare opportunity to seek out quality and to respond more fully to a broader societal mandate for education.

For two centuries the people of this country have been forging a record of cooperation and accomplishment of which we can be proud. It is a record which gives good cause for the confidence we bring to today's problems. As educators, we have perhaps the greatest responsibility for the future of our republic. The highest aim of education must be to preserve our democratic liberties—our heritage of freedom.

STRENGTHENING THE EDUCATIONAL PROGRAM IN A PERIOD OF DECLINE

Jerry J. Bellon

There is a major problem facing educators which is not unique to the educational establishment. Simply stated, schools as well as other institutions are entering an era of decline. For the schools, this means declining enrollments as well as a decline in buying power. Budgets will probably continue to grow in total dollars, but will not keep up with the effects of spiraling inflation.

Adjusting to decline is especially difficult for those institutions which have been growth-oriented. Different attitudes, approaches, and understandings are required in order to give leadership to organizations which are shrinking instead of expanding.

Once again, educational institutions will be in the spotlight. Public control of education carries with it public scrutiny of educational activities. This visibility often causes many problems associated with the administration of schools. However, it can also be the basis for support when new directions are being established.

Certainly there are problems to be faced which are related to the management of decline. This can also be a time for carefully evaluating and improving programs. If the focus is on quality rather than on growth, then the new era may present challenges which provide opportunities for program improvement. Boulding (1975) has discussed the problems of decline in greater detail. He has pointed out that little research has been done in this area.

A Proactive Approach

When institutions are faced with serious problems, at least two approaches can be taken. First, they can respond to various interest groups and attempt to resolve the problems by reacting to the forces that are brought to bear. Or, the institutional leaders can anticipate the problems to be solved and give direction to the solution of these problems. If the latter approach is taken, the leaders are being proactive rather than reactive.

The process of problem solving requires a systematic approach to the resolution of the problem. A systematic process is also needed to develop plans for program improvement. The plan of action described below has been used with school districts of widely varying size located throughout the eastern and southern United States. These districts have been faced with the need to improve their educational programs while they are dealing with declining enrollments (including "white flight") and financial cutbacks.

Dr. Bellon is Head of the Department of Curriculum and Instruction, The University of Tennessee, Knoxville.

The recommended plan includes six essential activities which should be considered sequential. A school district may have given some attention to several of these activities without developing a systematic long-range plan which would help solve the problems associated with decline.

The first activity, which is the basis for the entire plan of action, is to conduct a thorough assessment of the educational program. This assessment includes a description of all current programs and projects. This description should include the goals and objectives of all projects and programs. Project descriptions should also include the level of operation of each project. For example, a project may be in the planning stage, the operational stage, or in the process of being phased out. The resources allocated should also be identified and described. The resource descriptions include money, personnel, physical facilities, and time. The findings from this phase of the assessment may be quite surprising to school district personnel. They may find that they are in "organizational overload." This condition exists when an organization is incapable of responding to the demands of its members.

The assessment activity must also include an analysis to determine how well the students are attaining the objectives of the various programs. The data for this phase come from the testing programs. Both norm-referenced and criterion-referenced measures should be used to generate the data.

The second major activity is to conduct a comprehensive needs assessment of the schools and the community they serve. The needs assessment should be developed by the school district to deal with the unique characteristics of the community. Teams of professionals and citizens should be utilized to develop survey items which will be most appropriate for the clientele groups. The survey instrument should help to generate information about the educational expectations of the lay community, students, and educators in the district. Further, the instrument should also be designed to determine how these groups perceive the effectiveness of the current educational program. If a district and community are too large for a total survey, a procedure must be used to sample all sub-population groups. A stratified random sample procedure has been used very successfully in large city school districts. This procedure helps to insure that all sub-groups have had an opportunity to express their expectations and perceptions about the educational program.

When the survey has been completed, the educational expectations of all sub-groups should have been determined. Their perceptions about how the educational program is meeting their expectations should also be evident. The gaps between expectations and perceived effectiveness may be considered educational needs. The needs should be reviewed in terms of the test data generated

during the program assessment activity. If these data support the perceptions of the survey respondents, there is a sound basis for the needs statements. Each need statement should then be converted to a goal statement. Goal statements should give direction to the educational program, but are usually timeless and non-measurable. Specificity in terms of time frames and measurement is built into the program objectives when they are derived from the more general goal statements.

The third major activity is to determine which educational goals have the higher priority. After the goals have been developed from the needs assessment, they should be prioritized. Once again, the community (including the students) and the professional staff should have an opportunity to be involved in setting the priorities. It is expected that the local board of education will take formal action to adopt a set of goals which are prioritized. This action should be based on the positions expressed by all sub-groups in the district. For most districts it is impossible to allocate sufficient resources to give even minimum attention to a comprehensive set of educational goals. As the scarcity of resources continues, decisions need to be made whereby high priority goals will receive the support needed to develop high quality programs. This may mean that some programs will have to be severely reduced or eliminated. Community involvement is an important factor in this phase of the decision process. The Salt Lake City school district has successfully involved the community in helping to determine which programs should continue and those that should be curtailed. The approach they took has been reported in some detail at a seminar sponsored by I/D/E/A, Inc. (1975).

The fourth major activity is often neglected or overlooked. A careful study of the organizational structure of the school district is an essential activity in the total improvement process. An analysis of the organization will help to identify problem areas which may negate the successful attainment of the educational goals. For example, one problem may be the lack of clarity about position authority and responsibility. It may be necessary to redefine position descriptions so that they are in line with operational expectations. This may help to clarify the decision processes which affect program development and evaluation.

Sound management of a school district is dependent upon clarity of organizational responsibility, authority, and expectations. When this clarity has been accomplished, unity of purpose can be achieved. When there is unity of purpose, it is much easier to focus on and allocate resources to the high priority goals.

The fifth major activity should help to further unite and give direction to the schools. A district-wide appraisal program is needed to assure that the efforts of all personnel are focused on the priority

goals. The appraisal program should be developed from the "top down," not from the "bottom up." There have been too many instances where teachers have been held accountable to attend to district expectations, but where there is no formal appraisal program to determine how well management is meeting the expectations. The management appraisal program should be the first phase of the district-wide appraisal program to be developed and implemented.

Recommendations and findings from the organizational study can lay the foundation for the development of the management appraisal plan. The key features of this plan include: management goals and objectives tied to the district goals; major activities to carry out the goals; resources needed; a monitoring procedure; and criteria for establishing goal achievement.

The management goals may include both short-term and long-range expectations. It is important that the goals are stated as intents or ends, and not as activities or means. It is extremely difficult to develop evaluation criteria for activities. The major activities to achieve the ends do need to be delineated and related directly to the goals.

Resources needed to attend to the goals include fiscal, physical, and human resources. Finances needed to successfully meet management expectations are usually relatively easy to determine. This is also true of the physical resources needed. The most difficult area is the allocation of human resources. This is usually the costlier area as well. The process of identifying necessary human resources is one phase of determining staff development needs. The skills and understandings necessary to conduct activities to attend to goals may have to be developed or further refined.

The monitoring process may be the most important activity in the management plan. It is essential for the administrator to meet with his supervisor on a regular basis to discuss progress toward the goals. These meetings may result in adjustments in the appraisal program. Resources may turn out to be inadequate, or the expectations may be unreasonable. It is recommended that face-to-face discussions about the appraisal plan be held at least every three months.

When the management appraisal plan is first developed by each administrator, the criteria for success should be established. These are the criteria that are deemed acceptable by both the superior and subordinate which determine how well the management goals have been achieved.

The development of the teacher appraisal program should begin after the management program has been in operation long enough to have any adjustments made which will help to insure the success of both programs. The administrators need to feel comfortable with

their appraisal program so that they can give the leadership necessary for the development of the teacher appraisal activities. The key features of the teacher program are the same as those in the management program.

The final major activity should be the formulation of a continuous staff development program. If the present trend continues and the predictions about shrinking school enrollments are reasonably accurate, school districts will be staffed with highly stable aging personnel. Staff development and renewal programs will have to be the vehicle for program improvement.

Just as the appraisal program begins at the top and is implemented throughout the organization, staff development programs should begin with those in key leadership positions. Leadership renewal activities to develop skills and understandings necessary for the management of decline should be the basis for the total staff development program. Self-renewing leaders generate positive attitudes about staff development throughout the organization.

Programs can be strengthened in a period of decline. A school district can be reactive or proactive. The proactive district will develop a systematic plan for program improvement. This plan will be predicated on a high level of community involvement. When goals are developed and prioritized, they should reflect the needs of the local community. The community should also be expected to help determine which programs need to be curtailed or eliminated.

Administrator and teacher appraisal programs can help to give the schools unity of purpose. Credibility with the community will be improved when sound management of the schools is a reality.

Finally, they need to be led by self-renewing administrators. Their attitudes and activities will be modeled by faculty and staff. It will take positive, proactive personnel and programs to meet the challenges faced by institutions in a state of decline.

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FACILITIES: OPTIONS AND OPPORTUNITIES

Alvin E. Morris

The witches in *Macbeth* may have said it best:

> Double, double, toil and trouble
> Fire burn and cauldron bubble.

Frankly, that sets the stage for closing a school, no matter how large or small the building. No school closing in Wichita has been easy—not the junior high school which housed 1500 students, and not the one-room district school.

Upon my arrival in Wichita in 1958, the first assignment that I was given was to close Webster Elementary School, a school near the downtown area of Wichita. Not long after, I had to close Classen Elementary School, a small three-room district school. That school was part of an annexation attachment process by the City of Wichita. The school district had not asked to be brought into the Wichita school system, and many of the people were angry. I reported to the Classen School at 7:30 one night. For three hours, I tried to answer questions from the community. A school administrator really hasn't lived until he or she has gone out to a school and announced to the community that the school would be closed.

About ten years ago the Wichita Public Schools had 70,000 students; today, we have 52,000. As enrollments have changed, our needs have changed. In 1970, we had 3,300 teachers; today, we have 2,950. Like every other district, while we are decreasing regular classroom teachers, we are increasing special education teachers and support or auxiliary service personnel. Therefore, the staff is not being reduced as rapidly as one might think it should in view of the enrollment losses. In 1968, we had 92 elementary schools; this year we have 76; next year we'll have 75; the following year we will probably have about 72.

On the other hand, at the secondary level we started the past decade with 15 junior high schools, closed one, and are now back up to 17. We started with six high schools, now we have seven, and in 1978 we'll have eight.

In spite of enrollment declines, we are now working on a $40,000,000 expansion of facilities—and now is a good time to do it. If a school system can sell general obligation bond elections to a community during a period of declining enrollments, I know of no better time to improve facilities. I think the passage of our bond election speaks well of our community and the attitudes of the people in the metropolitan Wichita area towards public education.

If a superintendent of schools wants a good argument with a

Dr. Morris is Superintendent of the Wichita Public School System.

Board of Education, that superintendent can simply ask the Board what the optimum size of an elementary, a junior high, or a senior high school should be. That question will be good for at least several hours of discussion and not too much agreement. It is important, however, that Boards develop policies on this issue to govern decisions about school closings.

As a part of considering possible closing of schools, the following issue areas should be examined:

A. *Enrollment Issues.* Most of the citizens in Wichita blame our changes in enrollments on our desegregation efforts. That's not true. The Wichita district encompasses 155 square miles, extending beyond the city and into the country. So there were not many places people could run. Like those of any other metropolitan area, our enrollments are predominantly affected by the birth rates. There just aren't as many children being born.

1. Is declining enrollment a real problem in your school district?
2. What is the primary cause of the declining enrollment? Birth rates? Residential mobility? Other?
3. Are the enrollment projections for the district realistic and dependable?
4. What procedures and sources are used to estimate future enrollments?
   a) Birth rates
   b) Survival method of projection
   c) Projections by advancing each grade
   d) Principals' predictions
   e) County assessor's census data
   f) Employment trends
   g) Subscribers for public utilities

Enrollments should not be projected too far into the future. I recommend three-year projections as an upper limit, or five-year projections, if based upon birth rates. Going beyond five years is sheer speculation.

B. *Sociological Issues.* The history of Kansas documents the problem of merging rural school districts and then closing some of those school buildings. Rural Kansans are very sensitive about their schools.

1. Will people move back to the core area of a city?
2. Can a blighted area be revitalized for small family residential housing?
3. Does an apartment complex attract large numbers of families with school age children?
4. How will a school closure affect the neighborhood near the building?

5. Do parents have large numbers of children during periods of affluence?

C. *Financial Issues.* Many boards of education need help in understanding why budgets continue to go up while enrollments are going down. In Wichita, we have reduced our regular classroom teaching staff by 500 positions over the past five years. Every time we decrease 100 teaching slots, we decrease our budget by about $1,250,000. At the same time, however, the State of Kansas has required expanded programs for exceptional children. Next year we will add 75 special education positions at a cost of $1,000,000. We decrease one staff while increasing another. No wonder Boards don't understand!

1. Are there pressures which make it necessary to reduce expenditures by practices such as closing schools?
2. Is a particular school so costly to operate that it may be necessary to close the unit?
3. Can savings actually be realized by closing an attendance center?
4. Can a public school system develop and maintain a long-range capital improvements program to increase the cost of effectiveness of the school system?
5. Can the time and effort needed to maintain a system of depreciation allowances be justified in terms of the information gained?
6. Is there a funding system for constructing public school facilities that is better than relying on long-term general obligation bond issues and burdensome budgeted debt service provisions?

D. *Political Issues*

1. Will closing a school create an undue amount of community conflict?
2. What are the attitudes of special interest groups within the community?
3. Are there city or county governmental problems that must be considered if a school is or is not closed?
4. Can the closing of a school have a deleterious effect on an adjacent school district?

E. *Legal Issues*

1. Are there laws that prohibit or prescribe procedures to follow in closing an attendance unit?
2. Is the closing of a school apt to produce conditions which may bring legal action against the Board of Education?

F. *Programmatic Issues*

1. What are the space and enrollment requirements for particular types of programs in need of housing?
2. Can quality education be best attained by retaining existing attendance centers or by reducing the number of attendance centers?

In Wichita, a number of buildings have been closed for a variety of reasons, both external and internal. Following are some of the reasons for closing a school:

A. *External factors:*

1. Urban renewal clearance
2. Federal highway project-condemnation
3. Commercial or industrial development area
4. Building code requirements

B. *Internal factors:*

1. Obsolete building or inadequate for other reasons
2. Declining enrollment in a residential attendance area
3. Integration program affecting the number of buildings needed
4. Consolidation of several attendance units
5. Educational program factors affected by the building and/or the enrollment
6. Financial program to reduce operational and maintenance costs
7. Conversion of a regular attendance center to an alternate use

After having considered the issues that may arise in a school district and having examined the factors which are involved, a Board of Education may want to close a building or buildings. In order to successfully accomplish the task, the Board and administration must have data and must prepare a plan for the closing. Following is an outline of the process that we use in our efforts:

I. Preparation for closure

A. External studies (utilized to lend credibility to your efforts)

1. Space utilization study to determine the need for school service facilities
2. School building study to determine housing needs for regular attendance centers and centers for alternative educational purposes

B. Internal studies
   1. Professional and lay study and advisory committees for each school
   2. Community task forces for the school system to review and react to administrative recommendations

C. Data requirements
   1. Financial statements regarding operational and maintenance costs and savings regarding each school building
   2. Descriptions of educational programs affected by enrollment changes and inadequate housing
   3. School capacities computed by considering educational programs and board policies
   4. Accurate current enrollment information and conservative enrollment projections not to exceed five years.
   5. Utilization efficiency of each school building in terms of pupil and teacher occupancy

D. Other informational activities
   1. School-community informational meetings
   2. Educational conferences for selected personnel
   3. Tours of existing facilities

II. Procedures for closure

A. Make an assessment of the timeliness concerning closure.
B. Allow sufficient lead time to complete effectively and efficiently all the necessary processes.
C. Let the public know there will be no surprises or quick action to effect a closure.
D. Seek preliminary involvement and support of the Board of Education.
E. Use an orderly procedure well understood by persons and communities involved.
F. Follow the policy and procedures approved by the Board of Education.
G. Follow practices which protect and provide for the pupils.
H. Maintain or improve the educational programs.
I. Take measures to gain community support and reduce conflict.
J. Enlist the support, understanding, and acceptance by the faculty, staff, and administration.
K. Give statistical data and related information to the Board and public simultaneously.

L. Ask for recommendations from the line and staff regarding closure.
M. Prepare and submit the superintendent's official recommendations to the Board of Education, but do not seek action until a subsequent meeting.
N. Give community personnel an opportunity to appear before the Board of Education at a public meeting before official action is requested.
O. Place the item on the agenda for official action by the Board of Education.

III. Implementation of closure procedures

A. Enlist the aid of appropriate line and staff officials and delegate responsibilities.
B. Distribute the furnishings, equipment, and supplies to other schools or the supply center through an orderly, equitable procedure.
C. Retain appropriate school records in a safe depository.
D. Disconnect or secure all mechanical and electrical services for the building.
E. Secure the building and grounds to protect the school district from liability, theft, and vandalism if the property is to be retained.
F. Effect the transfer of faculty, staff, and administration to other professional assignments.
G. Realign the available support services in accordance with the criteria used.
H. Establish new attendance area boundaries to reassign pupils.
I. Schedule the necessary orientation meetings to inform parents about new school assignments for their children.
J. Notify appropriate governmental units that the school is officially discontinued as a regular attendance unit.

IV. Possible uses for or dispositions of the property

A. Use the building to house an educational program other than a regular elementary or secondary program.
    1. Alternative school
    2. Preschool center
    3. Adult education center
    4. Diagnostic center
    5. Reading clinic
    6. Joint university-public school educational center
    7. Teacher inservice educational center

B. Use the building for some type of community service.
   1. Private or parochial school
   2. City community center
   3. Day care center
   4. Rehabilitation center
   5. Church or synagogue

C. Alter the property to accommodate a different purpose.
   1. Demolish immediately an obsolete building
   2. Retain the site for a playground area
   3. Develop the site into a community park
   4. Retain the site as an environmental study area

D. Sell the building and site.
   1. Appraisal
   2. Public notice
   3. Sealed bids
   4. Auction
   5. Negotiated agreement

I believe Browning was right when he said,

> "Ah, but a man's reach should exceed his grasp,
> Or what's a heaven for?"

However, I don't think he was talking specifically to superintendents when he said it. Closing an attendance center is a formidable task. Frequently, the easier option is to do nothing. However, such a path of inaction may have larger and more disastrous district-wide consequences. These consequences are being felt by some metropolitan school systems nationally today. To close an attendance center—

> The time must be right!
> The purpose must be clear!
> The communications must be complete!
> The involvement must be extensive!
> The proposal for closure must be supported!

If a leader exercises proper care, decline can be managed and programs for boys and girls strengthened.

BUDGET AND MANAGEMENT IN A PERIOD OF DECLINING ENROLLMENTS

Nolan Estes

Being a superintendent the past several years reminds me of when I used to go to the county fair as a boy and ride the roller coaster. It was suspenseful and exciting on the slow ride up to the top. Once you got there, it was inevitable that you were going to go down. The first time I rode the roller coaster I put my hands over my eyes right before I got to the top, but even though I couldn't see where I was going, I knew I had better brace myself for the fast ride down. Well, that's kind of the way it's been lately. In the 50's, it was a long haul up hill trying to build enough classrooms quick enough to keep up with the booming baby business. Now we're on the way down, and for some of us, the enrollment drop seems about as fast as the roller coaster ride. And putting our hands over our eyes and hoping that it just isn't so is just wishful thinking.

The problem of decreasing enrollments is not new for urban school districts. Since the late 1960's, superintendents have watched as families moved to the suburbs and enrollment decreased in the city. But recently another factor of declining enrollment has reared its head—one that is beginning to affect suburban districts.

Although most suburban districts continue to have increasing numbers of students, enrollments this year increased at a slower rate than in the last few years. The reason? A decline in the birth rate among persons who were part of the post-World War II baby boom. So, regardless of the size of your district, if you're realistic, you have to own up to the fact that declining enrollment is something you're going to have to cope with.

The situation and the way we're going to react to it reminds me of an anecdote from a contemporary novel. It seems that Destiny came down to an island many centuries ago and summoned three of its inhabitants before him. "What would you do," Destiny asked, "if I told you that tomorrow this island would be completely inundated by an immense tidal wave?"

The first man, who was a cynic, said, "Why, I would eat, drink, carouse, and make love all night long."

The second man who was a mystic, said, "I would go to the sacred groves with my loved ones, and make sacrifices to the gods, and pray without ceasing."

But the third man, who loved reason, thought for a while, confused and troubled, and said, "Why, I would assemble our wisest men and begin at once to study how to live under water."

Dr. Estes is General Superintendent of the Dallas Independent School District.

Well, I think that's what many superintendents are attempting to do today—trying to learn to live under water.

The U.S. Office of Education in a report, Projections of Educational Statistics to 1982-83, projects a rather sharp drop between now and 1982. The projection predicts a decline from the fall 1972 public school enrollment of 45.8 million to 40.8 million in 1982—a drop of 11 percent. It is easy to see that a loss of five million students in a ten year period will have severe effects on school districts throughout the nation.

Since today's successful school superintendent, in most cases, reached the top of the heap because he was able to cope with the crises caused by rapid growth, he's going to have a lot of readjustment to do in his thinking and approaches to learn to cope with a period of decline. I think all of us might take a lesson from the dinosaur. He didn't learn to adapt, and look where he is today.

Economist Kenneth E. Boulding has said, "Perhaps the most serious immediate problem facing education, and especially facing higher education, is that many skills which were highly desirable and which were selected in the last 30 years may no longer be the skills which are needed in the next 30 years." Dr. Mark Rodekohr of the Institute of Behavioral Science at the University of Colorado did a pioneer study into the adjustments of Colorado school districts to declining enrollments. He found that many superintendents in districts which according to the statistics had suffered decline were unaware of this factor and actually denied it. Another interesting finding is that declining school districts, on a number of social indicators, seem to have a higher quality of education than the expanding ones. In other words, according to his study, declining enrollment doesn't necessarily have to be all bad news.

A friend of mine the other day also found a mixed bag of news about his house. It seems that his house had increased in value to $70,000. The bad news was that it was the tax assessor who told him. Well, in this case, it's good to know that there can be some good news along with the bad. The upgrading of educational quality and expansion of pupil opportunity should be the first natural result of lowered enrollments. School districts may be able to increase the quality of services to students by providing more individualized instruction, new programs, and lower pupil-teacher ratios. An earnest attempt should be made also to retain as much professional talent as possible.

Of course, realistically speaking, the good news is going to have a leveling off point. Dwindling enrollments usually produce a ripple-in-the-pond effect—one toss of the pebble causes countless concentric wavelets to form outward from it. To illustrate, as the number of pupils declines, so does the need for teachers and classroom space. Then as the teacher force is reduced and classrooms are

filled to less than capacity, the demand for supervisors, principals and other administrators narrows. With the tapering need for personnel and space, fewer buildings are required. Also to be reckoned with are state aid formulas which are based on enrollment figures.

Obviously the problem of declining enrollments is not an isolated one. It is affecting more and more communities. While the trend seemed to begin in the cities, it is now spreading to even smaller school districts, especially in areas which are not attracting new, young families. We are going to have to develop effective strategies to deal with the problem. There is a strong case to be made for the argument that decline requires greater skill, better judgment, a stronger sense of community, and a higher order of leadership than growth does. It is far easier to adjust to growth—if you make mistakes, time will generally correct them. If you put too much into one segment of the system, all you have to do is wait a little while and hold back the growth of the overextended section, and the other sections will catch up with it. Growth also gives a certain atmosphere of buoyancy and a sense of popularity in being in the "in-place" to be. In decline, however, that atmosphere tends to change to one less exciting, and time aggravates mistakes.

Kenneth Boulding has suggested the development of "invisible colleges" of school administrators to speed the advancement of knowledge about decline. These would operate as small groups of people with similar tasks who are in close constant communication, so that the mistakes of one can be corrected by another.

Recently the state of Illinois, under the leadership of State Superintendent Joseph M. Cronin, formed a task force on declining enrollments. It operates as five committees dealing with major aspects of the problem: projections, economics, facilities, staffing and programs. Among the task force's recommendations are:

- The state board of education should seek passage of legislation which would slow the rate of state aid loss due to lower ADA's.
- The state should establish a resource center on declining enrollments to inventory unused school facilities, find other uses for them and assist in closings and sales.
- The state boards of education and higher education should develop programs aimed at reducing "the general oversupply of teachers" while improving the quality of instruction.
- The office of education should disseminate information on school board practices and negotiated contracts designed to meet problems arising out of declining enrollments.
- Finally the United States Office of Education should consider mid- and long-range programs in such fields as health education, education of the exceptional child (including

the gifted), and environmental education—all made possible by declining enrollments. The nation's economic resources will not drop in proportion to the decline in pupil enrollments.

I believe these are all excellent strategies which we should try to ramrod at our state agency level and with the U.S. Office of Education.

However, I would submit to you today that we must do a great deal at the school district level to meet the challenge and that much of what we must do is what we should have been doing all along. And, that is to guide public educational policy within the limits that available resources impose upon us; to purchase the greatest amount of educational treatment for the available amount of educational outlay; and, be able to prove—later on—that we made the wisest choice among alternatives. In other words, we must be accountable for what happens in and to the lives of the youngsters with whom we're entrusted.

The last several years have been what I like to call the "coming of age of American education." Obviously, education has lost its sacred spot in the hearts of Americans reserved for motherhood and the American flag. I think the essence is that, across the spectrum of our national concern, we have a new cry for "participatory democracy"—people want a piece of the action. Without question there is a deep feeling that the people at the top don't know what's good for the people lower down. In our public schools, we have a rash of such demands for participation in the decision-making process. We have teacher power, student power, parent power, black power, brown power, even flower power.

I must agree that these new power blocs are entirely within their rights in complaining about school deficiencies. They can help assess needs and assign priorities to needs. However, it is the professional educator's job to translate priority needs or demands for educational improvement into a program for educational improvement. The ability to do so constitutes the very core of the educator's claim to being a professional.

Yet educators are poorly prepared to argue the just claims of professionalism. We have resisted the one and only ultimate test of professional competence—proof of results.

- If a man goes to medical school for 20 years, but winds up killing half his patients, his peers lose no time drumming him out of the profession.
- If an attorney loses as many cases as he wins, he will soon have none but the most ignorant or impecunious clients.
- If a politician loses an election, not all his rhetoric nor his acquaintance with the great will restore him to office.

Each of these professionals must produce—health in one case, favorable verdicts in another, votes in the last. Neither specialized training nor experience by itself validates a claim to special wisdom. Professionalism, in other words, goes hand-in-hand with accountability, with clear-cut proof of performance. And we do not possess the required management and planning capability to produce that proof.

For example, Texas public schools enroll 2½ million students, employ 120 thousand teachers, and account for the expenditure of one billion dollars in tax funds annually. We have all kinds of measurements of where this money goes. We can pin down per-capita expenditures in any school district in the state, say how much any of them spent for construction and service on its debt, and enumerate pupil-teacher ratios until the cows come home. But we have virtually no measurement of the results that such an enterprise yields. We do not know, for example, what it costs on the average to increase a youngster's reading ability by one year. All we know is what it costs to keep him seated for one year.

All the indices we have measure our skill as financial managers. Not a single one evaluates our effectiveness as educational managers. It would make much more sense if we moved from a "per-pupil cost" to a "learning-unit cost"—focusing on the level of learning, not the maintenance of children in school.

And, I submit to you today that in this period of declining enrollment, we have a golden opportunity to do just that. I think the time-worn statement: "Necessity is the mother of invention" is appropriate to the situation in which we find ourselves. There's no doubt that there are going to have to be some changes made. Rather than just worrying about closing a particular school without getting tarred and feathered, I think we as educators must take a new, fresh look at what we're about and get out of the rut of spending our money to provide a desk, a ruler, and a teacher for every kid.

We have been traditionally concerned with quantitative input—with the amount of financial and human resources that have gone into buildings, into teacher salaries, into textbooks, and so forth. While listing expenditures by such categories is a legitimate way of showing the public where its money went, it is totally irrelevant to showing the public what it received for its investment in education. Does the public expect that, as a result of having spent X millions of dollars, it will have Y number of teachers? Does it expect to own a given number of textbooks, of test tubes and analytical balances, of trombones and world globes? Obviously not. What it expects from its investment is educated children, and all these other items are inputs, not outputs. Our traditional accounting does not show whether or not these means achieved the educational end for which they were designed, or whether one combination of them—more

teachers and fewer trombones, for example—would deliver a better educational product than some alternative combination of resources.

It is our job to know which combination will be most effective, to know—as the saying goes—how to get the biggest bang for our educational buck. That is what accountability means, and we must be willing to render it, especially since we are faced with the prospects of declining enrollments.

This means that school administrators must have a sophisticated *planning* and *managing capability*. In any total accountability system, planning is crucial in that it establishes directions for the institution and, more important, the planning process obtains commitment of staff, parents and students to the agreed upon plan. Planning must be conducted at all levels—the board of education, the administration and the local schools. To be an effective and useful tool for administration, planning needs to be a systematic year-around activity that involves people at all levels in making planning decisions. Once the planning decisions are made the resulting plan or blueprint for programs enables the administration to manage the institution with reference to the specific program goals and objectives outlined in the plan. This process is Management by Objectives (MBO), a modern management process which is an essential component of the total accountability system.

Systematic planning should be conducted in incremental steps which considered together finally produce the plan.

Assessing unmet needs come first. This process specifies the discrepancy between where the institution is now and where we would like for it to be at a specific time in the future. In actual practice, needs assessment is a continuing process as the perceptions of the discrepancy mentioned earlier may change from day to day. For all practical purposes the perceived needs of an institution at any point describe the context within which the institution exists, and they set the stage for the next planning step, that of establishing priorities among these needs.

Prioritizing of needs gives some needs greater importance than others. This process involves weighing and assessing the consequences of the alternative decisions. Also, prioritizing the identified needs enables us to conceptualize alternatives for meeting these needs: this is the next step in the systematic planning process.

In exploring various alternatives for meeting needs, planners should consider the relative impact of the program alternatives and their cost: the staffing, building, and equipment requirements; the trade-offs; other factors which will affect the output of the program.

Finally, the preliminary planning process is completed; the basic planning decisions are made; and the plan or blueprint is constructed.

At this point the administration must implement the plan and

monitor and control the institution within the parameters of the plan. In our school system we accomplish this through program evaluation, both process and product, and through a variety of management strategies for using relevant evaluation information at appropriate times in making management decisions. Program managers use process evaluation information to determine whether the programs are being implemented in accordance with the plan. Frequently, process evaluation information enables the administration to alter the plan, that is, to make mid-course corrections and thereby more nearly attain the stated goals and objectives.

Product evaluation information is the last and most important step in the systematic planning/management process because it focuses on output and costs of the institution's programs. Comprehensive output information enables the board to make informed policy decisions, and it provides communication for the administration to make sound recommendations for consideration by the board.

Besides accountability in the way we spend our money, I believe we also must be accountable in the way we develop our budget. This is especially true considering that lower enrollment means less money from the state. Otherwise, I'm afraid we're going to find ourselves in the same shape that the proud owner of the 39 horsepower Volkswagen with air conditioning was in when it first came out. You see the only problem was that he could either drive the car, or he could drive off the side of the road, stop the car and run the air conditioning. There just wasn't quite enough power there to do both.

The only accountable way I know to develop a budget is to use the zero-based budgeting system. I'll have to admit it goes against nature because I've found, at least in Dallas, every manager would just as soon add some on to his budget for last year and tell you how he spent his share at the end of the year rather than starting over with nothing and justifying each expenditure.

I feel very strongly, though, that since we're spending taxpayers' money, we are obligated to make sure that the citizen is getting the most possible, educationally speaking, for his dollar. That is why I believe the development of a school budget should be based on educational expectations or output rather than line item numbers. It's a much slower and very painstaking process. If it's done right, it should involve a lot of people—the people who are most affected by the decisions that are made. It takes time; it takes patience; it takes an open mind on the part of everyone. But our experience in Dallas has shown that the resulting benefits to students make this approach well worth the effort.

In order to develop a school budget in this way, the major areas of concern must be pinpointed. You have to set up the ball park in which to play. Without some delineated boundaries, priorities have

a tendency to fluctuate with day-to-day concerns. These goals or concerns cannot be set without taking a soulsearching look at what is currently being done in a school system. This includes a thorough needs assessment of the schools along with a recognition of the built-in constraints—taking into account not only things which are not possible but also the things which must be done.

Each year in developing the budget, the board of education sets its expectations or what it wants to see accomplished for the coming year. The research and evaluation department, which was organized to provide necessary technical assistance, then determines where we actually are in terms of performance. The difference between the board's expectations and actual performance is then pinpointed as the need or the gap which must be closed in order to reach the expectation. From this the goals, or what's needed to close the gap, are developed and costed out. Our experience the last few years has been that our expectations, or what we would ideally like to do, would cost anywhere from $20 to $25 million more than we can actually spend on our school program.

Since you obviously can't spend more than you have, the next step is to go back to the ideal plan and set priorities for what is most important. This is a painstaking process, and often a painful process, but it makes for a second list which is realistic and places the emphasis on and provides the money for school programs which have been earmarked "most important."

Developing our budgets, which by the way, we have been fortunate enough to get approved, make me think of a banquet that was held in Turkey. It seems that the banquet followed a wrestling match which was won by an enormous Turk. When they came to the fish course of the dinner, the big Turk took a lemon to squeeze over his fish. And I must say they raise enormous lemons in Turkey. He cut a little gash in it with his knife, squeezed the lemon up and down over his fish, and the juice all flowed out. Then he turned it inside out with one hand and squeezed it again until there was nothing left but the pulp, which he threw over his shoulder. Sitting next to him was a little wizened-up guy with a squeaky voice who must have weighed 110 pounds. Well, the little guy didn't bother to cut the lemon at all. He gave it one mighty squeeze and the juice flowed out of the lemon and there was nothing left but the pulp, which he threw over his shoulder. The big Turk, amazed at the accomplishment, turned to the little, wizened-up guy and said, "Say, I haven't noticed you before. Are you a wrestler or prize-fighter?" The little guy said, "No, I'm a tax collector." Well, I wish I'd been there, because after finishing squeezing every drop out of a budget, I believe I could have beaten him.

What I'm trying to say in all this, is whether our enrollment's going up or nose-diving, as professional educators we've got to be

accountable for the educational end results we produce, and we need to budget on the basis of achieving those results. Of course, I would be unrealistic if I did not acknowledge the fact that shrinking enrollments will pose some problems we haven't had to cope with in the past. It's kind of like gaining 25 pounds over the summer and not being able to afford a new suit. You're either going to have to patch the old one to accommodate your expanded figure or trim off the fat. Dieting's never easy, and neither will some of the things we may have to do to meet the challenge of dwindling enrollments. Through it all, I think we can take a lesson from the duck. He keeps calm and unruffled on the surface, but he paddles like the devil underneath.

Educational Facilities Laboratories in New York spoke with administrators in over 100 school districts chosen at random in 40 states about facing the realities of declining enrollment. When shrinkage first occurs, their survey shows that superintendents tend to follow the same priorities in allocating freed-up classroom space. Primary consideration goes to "curriculum enrichment." In the case of older schools, that usually means recapturing space for art and music rooms, or expanding math and science labs or setting up long overdue elementary school libraries. Decisions about these kinds of programs and spaces are relatively easy.

But now the crunch begins. You've done all the "enrichment" and the administrative easing that you can within prudent fiscal limits, but you still have empty classrooms. You can't add to the budget by allowing pupil/teacher ratios to drop still further. How do you hold on to your gains? The answer is you can't if you don't take positive action. There are a number of bread and butter issues which simply must be dealt with. It is the job of the superintendent and the board of education to find acceptable ways to:

A. Reduce school staffs.
B. Utilize or sell surplus space.
C. Obtain support for board of education decisions.

Each of these areas is potentially dangerous and can cause a host of problems for the most experienced superintendent.

Here are some ideas you may wish to consider.

A. Reducing school staffs.
   1. Introduce early retirement incentive programs.
   2. Staffing done on the basis of mid-year enrollments.
   3. Offer one or two-year termination contracts to new teachers, thereby allowing the district to declare openly that teaching positions may not be available in the immediate future.
   4. Institute staffing needs studies that permit estimates of natural attrition through retirements or moves.

5. Work with neighboring school districts.
6. Reduce staff through stronger termination procedures.
7. Retrain teachers to meet special needs.

B. Utilizing surplus space.
   1. Rentals to other agencies.
   2. Sale to highest bidder.
   3. Use for supplementary services.
   4. Special centers for several districts.

C. Support for board of education decisions.
   1. Inform the community of the problem before action is required.
   2. Involve citizens directly in decisions to close schools or modify programs. This can be done in the form of a citizens task force which should:
      a) Project enrollments.
      b) Set up criteria for closing any school.
      c) Recommend subsequent uses for surplus facilities.
   3. Explain reasons carefully to school employees and garner support from them so that they may become effective communicators of the rationale.

find out the water's fine.

How each community will respond to shrinkage will depend on its individual character—its styles of communication, of decision making, of public action. All communities can, however, start from a common premise—the plan for shrinkage, and there must be a plan, should include ways of improving the quality of service the system delivers. Rather than bemoan the problems that diminishing enrollment brings I challenge you to seize upon the opportunity to improve the quality of education in your district. The *Washington Post* editorialized: ". . . the uncrowded condition of our school buildings affords a welcome opportunity not only to put them into decent shape, but also to adapt them to promising teaching methods. It is commendable that the school board is seizing this opportunity as an essential part of the struggle to improve the city's schools."

Actually we don't have much choice. It looks like we're going to have to live under water. However, we can tread water or we can develop a great breast stroke and actually improve our educational product. Who knows? After the initial cold splash, we may find out the water's fine.

WAYS OF MEETING DECLINE

Katherine Eisenberger

During the last 20 years schoolmen focused their attentions on the most pressing issues of their times: The four B's—bonds, budgets, busses, and buildings. Overcrowding with 32 to 35 children in a classroom was common—as were split sessions and portables. From approximately 1950 to 1970 communities expanded their educational resources to meet increasing enrollments. Most of the growth took place in what demographers call first-ring communities.

A map of the Boston area shows how Route 128 forms almost a natural belt line around Boston, similar to the spokes highway system in the Kansas City area. In the early 50's the communities of Quincy, Brookline, and others on either side of 128 became suburbia. They are first-ring communities. Today, these are the older established suburbs in close proximity to an urban area.

Within the last few years in the Boston area, another highway, Interstate 495, was constructed—a second natural belt line. The population of the small towns on either side of 495 has doubled, and the towns are still growing. In the Kansas City area this second ring beltline is 435, and the towns in the Mission area are second-ring communities. This model of ring concept can be applied to any major urban area, be it Boston, New York, Toledo, or Kansas City.

Uneven population growth is a natural consequence of these suburban expansion waves. As one ring flattens out and the second begins, the bordering communities are dramatically different in character, growth, and education service needs. For example, the first-ring Boston area towns of Waltham, Lincoln, and Concord, are experiencing severe enrollment decline; they are facing school closings. Last year Waltham notified 80 teachers for dismissal. Just on the other side of the outer ring, the second-ring communities of Acton and Boxboro are struggling with overcrowding and are trying to build schools.

Enrollments have declined in first-ring communities for a number of reasons. First of all the population growth has stabilized. The young parents who moved to these first-ring towns 20 years ago have raised their children and seen them graduate. These parents, who are now mid-life people, are not moving out to make way for the new young parents so the turnover of homes is low. Because of the skyrocketing real estate values young couples cannot afford first-ring community homes; they have to look further out in the country for homes they can afford. New construction in these communities is unlikely because little land is available. It was all built up 10 and 15 years ago with the first wave of expansion.

All of these factors and others come together to result in dwindling elementary school populations. As these enrollments continue to decline, the economic realities of financing education, the actual dollar amount, continues to escalate. When superintendents and local boards of education wrestle with high taxes, unemployment pressures, and proposed budget cuts; when they look at half-filled elementary classrooms; and when they calculate the costs of keeping open under-utilized school facilities, one logical answer is to close schools and redistribute children. However, the public response against the closing of a local school may be overwhelming: "Close any school but mine." The closing of a rural one room school brings a similar immediate and negative community reaction.

Let's examine the scene from a behavioral scientist's point of view: Exactly what is it that turns people against school closings? To answer this question we need to go back to the first-ring second-ring concept. A first-ring community is generally populated by older, mid-life parents. They are more affluent, more vocal, and more influential. Over the years they have formed strong alliances—men travel to work together and women talk daily. In these 20-year-old neighborhoods, there are established interest groups or, if you will, pressure groups. When these parents look at school closings, they see a loss of the neighborhood way of life. They see a loss of their ability to have influence on educational decisions. Parents see a loss of their good reputations as PTA leaders and fair organizers. When they fight school closings, when they raise angry fists in protest, the defiance they feel represents the sense of loss of identity and involvement in their local school. Communities fight to preserve their influence, reputation, and acceptance. They fight to preserve the ground work they have laid for themselves and their school children.

A reality of our present condition is that this kind of parent pressure can turn any board of education meeting into a rapidly sinking ship. Board members cast about for life preservers while the superintendent mans the helm clutching his charts and graphs of enrollment statistics. And in looking around, we see that declining enrollments and school closings are only the beginning of a long list of problems facing administrators. Fewer children mean the need for fewer teachers. Immediate and negative is the teacher response. In some communities across the country, reduction in the work force has precipitated teacher strikes. Inflation, the spiraling tax dollars, and building utilization costs add economic pressures. Compound this list with community aggression, the legal constraints of teacher contracts, and the impacts of court decisions. Ultimately, all these problems will fall on the shoulders of the superintendent. And, ironically, just at the time when the superintendent needs all the support he can get, some of his major supporters may be tuning

their ears to the board of education meeting room listening for the signals which may indicate a lack of board support.

And now, how do we handle the problem? First and foremost is the need for master planning. Experience has shown that schoolmen across the country may know how to plan—the question is "what" to plan for.

Make reasonable enrollment projections, not just the simple mathematical cohort survival technique of the past. Cohort survival and retention ratios work well for growth, but they do not for decline. Use other techniques, such as the Keough Indicator Survey Scale along with an in-depth demographic analysis. Plan for the day of teacher reductions and contract negotiations now. Teacher contracts should include some kind of policy statement to deal with contraction of teaching staff. Staff reductions affect teacher morale immediately. You need to deal with the question, "Which teachers do we let go?" Some states will be held by law to tenure and seniority—in essence, LIFO, last in, first out. LIFO hits minority groups and the youngest teachers first. Other states will be able to retain the quality of service prerogative. If quality of service is to be used, some kind of evaluation measure will be needed to justify the retention of some teachers over others.

If the possibility of school closings is ahead, careful program planning will be a necessity. Coordination of materials, decisions about electives, and course offerings will be just a few of the implications.

Careful facilities planning is just as imperative. I caution, seek professional advice. As districts go into space consolidation they need to determine which buildings, or what parts of what buildings, need closing. Wing closure is a good alternative. Will you sell or rent? Older buildings, when boarded up or "moth-balled," are invitations to vandalism. Consider sale to business or industry.

All of these areas pose meaningful questions—questions that will demand answers and careful planning. But may I suggest that to dwell on these tangible problems only is a flirtation with disaster. Of all the areas the one that will probably require the most careful advance planning is the area of public relations. Ultimately, enrollment decline is a people problem. And to meet people problems, there must be involvement.

So, community involvement is one of the first areas in which to plan. True community involvement is time consuming, laborious, and saps every ounce of strength from a leader. There have been superintendents who have "gone it alone"—without community involvement—making sound educational decisions. But, somehow in the process, they run the risk of losing the parents, losing the teachers, losing the community, and losing the board. And at the end of this list there may be a new superintendent who comes in riding

high on the educationally sound but politically disastrous decisions of the fired person. If community involvement is so important, how is it accomplished?

The use of community polls is one involvement technique. It lets the community know that you want and need their involvement. Polling the community can be done through face to face interviews, mailed surveys, or telephone questionnaires. May I suggest, do not ask the community if they want to close a school; rather, ask them what alternative building use they would favor—a community recreation facility? a pre-school program? a senior citizen center?

The use of small-group coffee hours is another effective community involvement technique. When a school leader gets out into the community in small discussion groups, there is an opportunity to bring personal warmth into the situation.

You need to convince Mrs. Jones, PTA leader, that her influence, acceptance, and reputation will not be lost, simply transferred to a new school setting. Toward this end, shift the PTA emphasis to the district-wide council and begin planning activities district-wide instead of at the building level.

Transferring teachers, parents, and children to new schools disrupts their known and comfortable world. Set up a professional visitation program for teachers. Encourage Mr. Brown to exchange places for a week with Mrs. Green, his counterpart in another building. This kind of teacher exchange helps to build bridges between schools and eases the way for the inevitable transfers. No one wants to be the "new kid" in the school or the "outsider" in the teacher's lounge. May I suggest that teacher visitation programs be set up before any school in the district is designated for closing. Design the program under the umbrella of professional development or curriculum coordination, district-wide. This will eliminate the obvious negative aspect of "checking out" a school.

The use of task forces to study district trends is yet another avenue for community involvement. Enlist the help of key citizens to meet regularly, gather data, and report back to the superintendent. Some cautions on task forces—always make them broadly based. Include local civic leaders, town businessmen, and service area people. The local gasoline station owner talks to literally dozens of community members every day. Always give task forces a specific charge. Don't let the task force flounder, studying nebulous areas. Provide them with information. If they have no source of reliable information, they will go through old board minutes dredging up all sorts of issues. They'll do what the media people euphemistically refer to as "investigative reporting." The task force should always report to the superintendent—not the board or community.

In any effort to meet the challenges of enrollment decline, the needs of people should be considered first and foremost—before the

books, buildings, and budgets. The many-headed dragon of decline is but one more crisis that school planners and school superintendents will meet and conquer, just as they have in years past met the need to build America's schools, to desegregate those schools, and to cope with the attacks from the extremes of the political left and right. Through careful planning and community involvement, this dragon, like all others, can walk with you, arm in arm, boldly into the sunset.

EDUCATIONAL LEADERSHIP: THE USES OF ADVERSITY*

Jack Culbertson

> "Good things which belong to prosperity are to be wished, but the good things that belong to adversity are to be admired."
>
> Seneca

In today's environment many educational administrators see adversity as their constant companion. The indicators of adversity are many and the conditions and challenges which it encompasses are so new and different that they are undoubtedly beyond the ken of those who led in more prosperous and halycon days.

The nation's educational system, until very recently, has had phenomenal support from the American people. The high aspirations felt for education were especially prominent in the 1950s and 1960s when the nation's highest leaders gave clear expression to these aspirations. In the late 1950s, for example, President Eisenhower highlighted the significance of education when he spoke of its important role in ensuring the defense and security of the nation. President Kennedy in the early 1960s described education as the "keystone in the arch of freedom and progress." In the mid-1960s, Lyndon Johnson added to the eloquent presidential testimony when he described education as "first in our plans and hopes" and as the "cornerstone of the great society."

In the late 1950s and 1960s many programs affecting education were launched, especially at the federal level, and great hopes for solving societal problems were reflected in these programs. Education, for example, was seen as a weapon in the war on poverty, as an investment for achieving greater economic growth, as a lever for breaking down the walls of racial discrimination and as an avenue for reaching solutions to many social problems. In those days investments in education grew by leaps and bounds. Educational leaders worked hard to meet simultaneous demands for expansion and for innovation.

By the end of the sixties the mood of the American people and their leaders was beginning to shift. The high aspirations projected for education as an instrument for solving societal problems had been visibly shaken. Skepticism about the power of education in-

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creased as aspirations declined. In addition, marked changes in the patterns of economic and population growth began to develop. The seeds of adversity for educational and other societal leaders, which were sown in the previous decade, were beginning to bear fruit. New conditions for education and its leadership were the results.

New conditions inevitably pose new leadership challenges. An immediate leadership challenge is the attainment of better understanding of the sources of education's adversities and of their implications for change. A second challenge is to learn how to cope with adversity and, more important, to make constructive uses of it. Defining the leadership requirements needed to address education's adversities is a third challenge. This article will treat briefly each of these new challenges to leadership.

Sources of Adversity

The conditions of adversity are clearer and more visible to administrators and teachers of administration than are needed responses. They are implicit in such phrases as "declining enrollments," "diminished resources," "loss of confidence," and "accountability and assessment." More explicit illustrations of adversity represented by these phrases are needed if its uses are to be identified and explored.

The phrase "declining enrollments" suggests such immediate and visible events as staff cutbacks and controversial school closings. More fundamentally, the phrase reflects a general shift from a climate of growth to one of decline. Built-in change processes brought about by expanding enrollments and other expansionary forces are no longer present in most school districts. Neither is the capacity to achieve organizational renewal through the avenues of new positions, new facilities and marked mobility of personnel. Those in administrative positions, having lost decision options associated with growth, find themselves in the unhappy situation of having to make more "no" and fewer "yes" decisions today than in previous decades.

Decline is clearly a new phenomenon in American education. There is good reason to believe that it differs substantially from the phenomenon of growth and that it brings new adversities to education. The sources of adversity for administrators are varied: new and ambiguous conditions, lack of experience with the phenomenon of decline, a lack of general knowledge about the dynamics of decline, and preparation programs typically geared to growth and optimism rather than to the more negative and uncertain conditions of decline.

Closely linked with declining enrollments is the concept of diminished resources. As enrollments decline, resources in most states decrease. More basically, adverse conditions exist because neither educational nor other governmental units have been prepared for

the fiscal adjustments required to move effectively from an expanding to a declining resource base. Especially hard-hit have been the large cities which have suffered not only from decreased birth rates but also from out-migration. Thus, "deficit financing" has entered the language of fiscal management and in such special cases as New York City, government has teetered on the brink of bankruptcy. Adverse events are more extreme in such settings, where mass dismissals of personnel, increased class sizes, diminished staff morale and mounting public criticism of educational and other leaders prevail.[1]

Although a substantial portion of the citizenry still support the schools, the Gallup poll during the last decade has revealed some erosion in the public's confidence in schools. Such popular writers as Holt and Friedenberg have continued to be critical of schools and scholars such as Jencks have provided well publicized studies indicating that the impact of schooling is limited. This range of publications demonstrates mounting criticism of traditional assumptions and traditional evidence.

Leaders, who head schools and school systems, are also being called into question. According to a poll of the National Opinion Research Center, for example, the proportion of citizens who had a "great deal of confidence" in education leaders dropped from 49 percent in 1974 to 30.9 percent in 1976.[2] The fact that there is mounting and general criticism and skepticism of leaders in both public and private institutions does not alter education's plight. Adverse conditions are being created in schools by the "loss of confidence" phenomenon and educational administrators are inevitably affected by these conditions.

Finally, talk about "accountability" is incessant. Reflected in this talk is a concern about school performance among the populace and, more especially, among their appointed and elected representatives. Clients and their representatives want to know what the schools are doing, how well they are doing and whether the educational gain produced is congruent with the public monies spent. Frequently, there is skepticism on the part of questioners not only about the adequacy of school performance but also about the reliability and scope of information presented on performance. Of significance is the fact that legislators, board members and other policy makers, who make allocation decisions affecting schools, have a special interest in accountability. Adversity stems not only from the negative tone implicit in the theme of accountability but in difficulties met in acquiring and ordering information that is responsive to performance questions. The problem is especially difficult since school purposes are multiple and diffuse and expectations for performance are equally diverse. Even though policy makers have the right and the duty to call school leaders to account, admin-

istrators often find themselves in uneasy circumstances when responding to accountability demands.

In sum, then, the adversities confronting educational leaders today are centered in decline. There is a decline in population, resources, confidence and satisfaction. This decline is having an impact on societal institutions generally and educational institutions specifically. As a result, educational administrators are faced with new conditions. As agents responsible for improving education, how can these administrators most effectively address education's new adversities?

Uses of Adversity

While adversity engenders unpleasant, even gloomy perceptions on the part of those facing altered circumstances, it does have another face. Writers have long pointed to the positive values in adversity; one of the most famous quotations on the subject is a Shakespearean one: "Sweet are the uses of adversity, which, like the toad, ugly and venemous, wears yet a precious jewel on her head." Those who would examine adversity in its varied expressions, in other words, can find its constructive uses.

Because adversity in educational systems is unlikely to pass quickly, administrators must address this reality in new ways. How can they learn to live with adversity? More important, how can they learn to use it constructively? A first step is to see the positive side of adversity; namely, that it presents highly challenging if not unique opportunities for leadership. In fact, more fundamental change can perhaps be realized in adverse than in prosperous times.

Adversity establishes a climate which encourages change. Such a climate is generated in part by the dissatisfaction which adverse events create. As the consequences of decline become more visible, for example, the motivation to examine its origins and conditions and to define alternatives for change grows. Since adverse events have an unpleasant quality, aspirations to move behind less adverse states develop. This predisposition toward change, one can argue, is stronger in adverse than in salutary circumstances. Prosperity tends to make individuals more satisfied than dissatisfied with the *status quo*. It follows, then, that less opportunity for fundamental change is inherent in more prosperous eras. Adversity, then, can abet and support leadership. Educational administrators today *can* capitalize upon adversity and put it to use by helping school personnel, community leaders and policy makers identify and realize desired change.

Adversity can be seen as a transition state and a preface for change. Typically, it denotes shifts in societal and educational values. Value conflicts are thrown into relief during adverse times in contrast to benign circumstances. One of the opportunities inher-

ent in such transitional and ambiguous states is to clarify needed directions for change, to articulate new and compelling values.

Past purposes and objectives do not fit new and adverse conditions; useful action guides are missing. At worst, the lack of clarity in purpose can produce a kind of paralysis in educational institutions. Leaders in such circumstances, then, can use adversity to help clarify new purposes and priority issues. This opportunity for reassessment and clarification of issues is illustrated by the current broadbased press for accountability which brings to the fore such questions as "What are the schools doing?", "How well are they doing it?", and "What should the schools be doing?" These questions represent a press for goal evaluation and clarification. A special use of adversity and a function central to leadership, then, is the articulation of needed directions which can guide organizations toward more promising states.

Every adverse condition has in it new opportunities. Adversity is a stimulus to identify and act upon those opportunities. The closing of a school, for example, may be viewed adversely by the citizens in the immediate community; but the school facilities which are vacated can be used for new purposes related to adult education, community service, recreation or other social functions. In an expanding era the immediate demand is for increased space and housing for growing numbers of students; in a declining period, since the latter demand no longer holds, special opportunities are created for addressing the qualitative aspects of education. Questions related to a loss in confidence pose difficult problems to educational administrators at the same time that they bring opportunities to build confidence through new activities. In a time which is characterized by widespread gloom and by a "politics of despair" in many quarters, leaders can point to new potential and develop decision-making climates which reflect hope rather than despair.

Behind every adverse condition or event, then, is a range of opportunities. One very important use of adversity is to identify and to use the opportunities which adversity generates.

Every organization, particularly in prosperous times, develops inefficient operations. Since it is easier to assess resource use in times of adversity, the latter can be used to examine operations, and to make them more efficient. Thus, corporate enterprises in times of recession implement modes of self-assessment which help them become "leaner" and more efficient in the organization of work, personnel deployment, communication activities, energy consumption and other processes. Similarly, in school systems, examination can lead to new decision options which, if implemented, will lead to more efficient uses of human and financial resources.

Educational programs which serve effectively clients of a growing population are less likely to be appropriate for clients in a

declining or shifting population. Adverse events associated with decline, diminished resources and loss of confidence can provide an important base for assessing programs and, in turn, for eliminating obsolescent or non cost-beneficial activities. For example, as the declining enrollment phenomena impinge upon institutions of higher education, special opportunities are provided for assessing and changing programs. These opportunities go beyond cutbacks in educational programs as, for example, in teacher training institutions. They offer opportunities to eliminate or consolidate programs, to revise existing programs, to develop new programs, and to create new training markets by preparing personnel to perform functions not now being peformed in schools. Current conditions of adversity can be used, then, not only to achieve greater efficiencies but also to attain more effectiveness in programs.

Adversity tends to generate many immediate demands and immediate responses. Faced with adverse events, leaders inevitably become deeply involved in activities directed toward short-term solutions. It is difficult for leaders to look beyond survival and to acquire the time, energy and vision necessary to search for needed new arrangements. A major benefit of adversity's use is the effective addressing of problems in more than a piece-meal and time-bound fashion.

The adversities now confronting leaders are so substantial that they cannot in any fundamental sense be understood or treated in a short time frame. Change can be initiated immediately but basic alterations in education must be achieved over time. Therefore, a commitment on the part of leaders to transcend current difficulties through a continuing search for needed new arrangements is critical. This is true even though the attainment of new structures or outcomes may take years and may, before full attainment, involve a new generation of leaders.

In this Bicentennial volume of *Theory Into Practice*, the significance of searching for a new vision in an era of adversity can be illustrated by examining our own early history. During the 1776-89 period, the founding leaders of this country sought and achieved a new vision and new arrangements for governance in the midst of adversity.

Easily forgotten is the fact that the first stage of our newly won freedom was accompanied by unusual difficulty. Immediately following the Declaration of Independence in 1776, there was sharp conflict and troublesome times. The result was a collapse and disintegration of the 13 "sovereign" states. During this period chaos bordering on anarchy prevailed as states disagreed on borders, discriminated against one another in currency exchange, quarreled over the acquisition of western lands and even fought one another over taxes.[3] The adversity created by events following 1776 stimu-

lated the search for a new design and a new balance between national and state interests and between the one and the many. Adversity was used to achieve new understandings and to create a new Constitution. This Constitution spawned new governmental arrangements which has guided our country during the last two hundred years.

The implication for educational leaders today is clear. Can we achieve needed vision or new designs in the midst of adversity which will guide us effectively into a new future? Of all the opportunities inherent in adversity, this is undoubtedly the greatest.

In sum, then, adversity, even with its travail, has constructive uses. It creates a readiness for change which can abet leadership for in its uncertainty of purpose leaders can help clarify and define needed new directions for educational institutions. Adversity offers special opportunities to reduce inefficiencies and to eliminate, update or create new programs. It is conducive to those who would identify and use the myriad opportunities inherent in the specifics of distressing events. Finally, adversity can stimulate the search for vision needed to transcend the immediate press and to evolve new educational and societal realities.

Leadership Requirements

While adversity has its uses, these are not easily realized. Consequently, those who would use adversity constructively must demonstrate high commitment and special leadership talents. Kenneth Boulding has commented on this issue within the context of management of decline as follows:[4]

> "I would not like to say that any fool can manage a growing institution; this is not true, as well as being rude. Nevertheless, the skills of managing a declining institution are not only different but are probably in some sense greater than those required to manage a growing institution. . . . The manager of a declining institution is required to think of more things that haven't been thought of. In a growing institution mistakes are easily corrected; in a declining institution they are not."

Various reasons can be offered to support Boulding's view. In an expanding institution the future is more predictable than in a declining one. Alternatives for action are less constrained by limited resources. Under conditions of adversity, in other words, leaders are pressed to examine more carefully the consequences of given decisions in relation to the costs and benefits of these decisions and within a climate in which political factors are salient. The morale of personnel tends also to be affected negatively by adversity with likely increases in fear, dissatisfaction and malaise. Clearly, such

conditions place great demands on persons who would initiate and implement change. These demands exceed those present in expansionary and prosperous times.

Given the adversities inherent in decline, retrenchment, demands for accountability and confidence loss, what are the requirements for leadership? Before addressing this question, some underlying assumptions need to be made explicit. The first assumption is that the requirements for leadership under adverse conditions, as already implied, are different from those in prosperous ones. Research on the situational aspects of leadership tends to support this assumption. However, for numerous generations we have experienced growth in population, income, industrial productivity, educational institutions and many other societal features. Therefore, our knowledge of the adversities inherent in decline and of their implications for leadership is limited. A second assumption, then, is that statements about the requirements of leadership under adversity at this stage must be somewhat tentative.

One requisite of leadership, we can hypothesize, is the capacity and courage to recognize and to accept adversity in its unadorned state. The evidence suggests that there is a general human tendency in adverse situations to ignore or gloss over the unpleasant. Recent studies show, for example, that some school leaders, when asked, maintained that the enrollments in their districts were not declining even when the statistics presented a contrary picture.[5] While such a posture may have some short-term political advantages, it is essentially a non-adaptive strategy; therefore, it does not help leaders use adverse conditions to achieve change. It may minimize short-term risks of administrators at the same time that it increases the risk of achieving needed longer-term adaptation in school districts.

A second requirement of leadership is the ability to see and help others see potential in circumstances which at first appear adverse or even bleak. Potential can be defined in general terms, as already implied, as new opportunity. Can leaders see opportunities for new organizational outcomes such as, for example, citizenship skills required for a society whose future growth will likely be more limited than in the past? Can adverse events be seen as growth opportunities for school personnel and as sources of professional development? Can unpleasant circumstances becomes avenues for achieving needed new policies to guide adult education? When there is a tendency to emphasize the negative in society, leaders need to be especially sensitive to the positive and to the human and organizational potential that exists in every school system and community.

While it is critical for leaders to be able to identify potential in adverse events, more is required for change to be enacted. Potential

benefit needs to be defined and articulated so that others understand and are able to capitalize on new opportunities. In addition, leaders can help create climates which encourage organizations and their personnel to discover and delineate the potential advantages of existing circumstances.

The capacity to deal with ambiguity is certainly another requirement of leadership in adverse settings. Since the conditions creating current adversities are new and complicated, they are especially fraught with ambiguity. There is little previous experience to draw upon; thus, available conceptual and experiential resources for reducing ambiguity are limited. In addition, there are many more variables in decision making to consider and the interrelations between and among these variables are more complex and less immediately fathomable. The ambiguities pose both middle-range and long-range challenges as well as short-term ones. The requirement of leaders today, then, is to be able to address complexity in various time frames and to be challenged rather than repelled by ambiguity.

From what has been said, it is evident that risk-taking capacity is a critical requirement of those who would lead in adverse circumstances. Risk-taking capacity can be defined in various ways. As already implied, the consequences of making errors are more extreme in adverse than in prosperous circumstances because it is more difficult, given mistakes, to take corrective or remedial action. Since the experience and resource base is limited, the general environment of decision making under adverse conditions is more risky. The likelihood of error also seem greater because needed directions and modes of action under adversity are less clear and the problems faced are more difficult. The risks of failure in the pursuit of desired change are more intensely present.

Leaders also face the risk of criticism and of misunderstanding. In adverse settings where educational personnel generally are likely to be buffeted by distressing events, it is easy for administrators to become targets of criticism, especially since they are in such highly visible positions. Actual mistakes, conflicting expectations, frustrations unexpressed, and scapegoating tendencies within and beyond the school system result in criticism. Leaders must be able to bear the criticism, recognize its causes and tolerate its sources.

There is in all of this, of course, the risk of loss of position faced by leaders. Leaders in school districts for a long time have faced this latter risk and the last decade has seen many top administrators lose positions in relatively short time periods. Conditions of adversity enhance the risk of position loss. A requirement of leaders, at the present time, then, is to be able to face with equanimity potential loss of position and other varieties of risk.

Today's leaders in the face of risk, ambiguity, criticism and other

related conditions, need to maintain a humane perspective. A sense of humaneness can help to counteract dissatisfactions felt by students, teachers and community members. It can also soften and help to depersonalize blame, frustrations and criticisms which may be directed at schools and their leaders. Since difficult decisions about resource use and allocations frequently need to be made by organizations and since those decisions are likely at times to affect personnel adversely, a capacity for taking into account the human element in such decisions is needed. More fundamentally, a humane perspective can help ensure that educational and other institutions will remain committed to critical human values—values which can be guiding lights into a future beyond immediate stress. In turn, leaders with such perspectives can offer to others a model which other organizational participants may want to share.

Conclusion

The conditions now facing educational leaders are unprecedented. The long history of growth in schools has ended as declining enrollments become a nationally visible phenomenon. The resources available for education are more limited as enrollments decline and economic productivity slows. Concomitantly, there is a loss of confidence and a growing skepticism among citizens about education and its benefits.

The new conditions, which contrast sharply with those in the recent past, represent adverse circumstances for educational leaders. Adversity casts a negative shadow on the field of educational administration which will surely continue into the foreseeable future. Therefore, educational administrators need not only to learn how to live with adversity but also how to use it constructively.

Adversity does have its uses since it can abet and support leadership. Unpleasant circumstances help create a climate for change and a press to move to more happy and salutary states. Thus, adversity offers a variety of uses to effective leaders.

The requirements of leaders in adverse times are different from those in prosperous circumstances. The courage to recognize and accept adversity in its true state, the capacity to see and help others see potential in adverse circumstances, the ability to be challenged rather than be repelled by complex and ambiguous events, the capacity to face a variety of risks, the commitment to achieve new vision for new realities, and the quality of humaneness are all relevant to leadership in adverse circumstances.

Adversity, while offering unique leadership opportunities, at the same time places great demand on leaders. However, history is replete with examples of inspiring leadership in very adverse times. Witness, for example, the unique accomplishments of Abraham Lincoln during a period of national crisis. We can assume, then, that

the circumstances of today can be a springboard for new and inspiring leadership in the future.

NOTES

1. See, for example, Fred Hechinger, "Murder in Academe: The Demise of Education," *Saturday Review*, March 20, 1976, p. 11.
2. The American Association of School Administrators, *The School Administrator*, Vol. 33, No. 4, April 1976, p. 16.
3. Norman Cousins, "Reflections on a Birthday," *Saturday Review*, December 13, 1975, p. 4.
4. Kenneth Boulding. "The Management of Decline." Address to the Regent's Convocation of the University of the State of New York, Albany, September 20, 1974, pp. 21-22.
5. Mark Rodekohr. *Adjustments of Colorado Districts to Declining Enrollments*. Lincoln, Nebraska: The Nebraska Curriculum Development Center, Andrews Hall, University of Nebraska, 1975, pp. 46.

DECLINING ENROLLMENTS AND SCHOOL CLOSINGS: AN EVALUATION

William H. Holloway

Staging of the conference was dependent upon two critical assumptions. The first assumption related to a rejection by school administrators of the prevalent "growth" philosophy and acceptance of the necessity for what has become termed "retrenchment." Administrative awareness in this regard has been steadily increasing over the past five to seven years and hence this condition is believed to have been satisfied. The second assumption relates to the growth of sufficient experiences attempting to address problems associated with declining enrollments and is, of course, time dependent also. There was less certainty regarding the satisfaction of this assumption; but, as resource speakers were to prove, at least a body of experiences did exist.

From the beginning, conference planning resulted in the formulation and subsequent adoption of specific objectives. Similarly, other interests such as the perceived value of scheduled conference activities and speakers, the nature and distribution of resources, and the context of the conference dictated dimensions of the emergent evaluation design. As detailed planning continued, the CIPP evaluation model (*C*ontext, *I*nput, *P*rocess, and *P*roduct) as proposed by Stufflebeam appeared to be a logical choice as a guide for comprehensive assessment. Adoption of the four component evaluation strategy was followed by instrument development, the composition of accompanying materials, and designation of systematic procedures for distribution, intermittent reminders to complete the forms, and collection of completed forms.

Finally, since the planning of the conference had determined that activities and presentations would be differentiated on the basis of school size, a selected number of demographic items were proposed, discussed, and accepted. Selection of these variables concluded the initial input needed for evaluation design and provided the basis for the findings which are reported in the remainder of this chapter. The findings, as reported, are organized by model component.

Context Review

The scope of the conference was generally limited to the midwest (USOE Region VII) including Iowa, Kansas, Nebraska, and Missouri. However, Chief State School Officers from Arkansas and Oklahoma were also invited to attend.

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The focus of the conference was primarily targeted upon public schools, though at least one large parochial district was represented as well as several representatives from post-secondary institutions. Representation at the conference included all possible levels of the hierarchy among which were representatives from federal, state, public schools, and institutions of higher education. Seventy percent of respondents were either superintendents, including associate or assistant, or listed their position as a Director or Coordinator.

The conference setting was centrally located to the region in which it was staged including proximity to a major airport and other means of transportation. In relation to time and timing, attendance could have been inhibited by vacations, but excessive demands for district involvement should not have been a factor. In general, the scope and the setting were perceived to be satisfactory given the intended objectives of the conference.

Input Review

The review of conference inputs considers three elements: resource support, speaker resources, and conference participants. Each is discussed in respective order. Evaluation returns, as completed by conference participants, numbered 30 with three participant information sections not completed and three conference rating sections not completed. For purposes of this report, N = 27 recognizing that in each section three of the 27 were not complete returns.

Fiscal Support

Each of the three sponsoring agencies contributed substantially to the support of the conference, though it would be difficult to place a dollar value on their respective contributions. Conference registration fees were pre-set at $15.00 per person and generated approximately nine hundred dollars. The state and federal agencies (KSDE and USOE-VII) provided the fiscal resources necessary to underwrite the stipends and expenses of all conference resource persons and the anticipated cost of a *Report of Conference Proceedings.*

Conference Proceedings

A conservative estimate of conference support costs would approximate ten thousand dollars. Planned participant attendance was initially set at 100 with an anticipated cost per participant of approximately fifty dollars per individual and each individual expected to support approximately one-third of the cost. Unofficial attendance figures (low, in relation to planned attendance) resulted in an approximate cost per individual of $100. The overall conference rating by 26 respondents on a 10-point scale resulted in a 7.5 rating

(high) in relation to all other conferences attended. On the basis of this result, comments received throughout the conference, the availability of video and audio tapes of scheduled presentations, the expected value of the published conference report, and the rated achievement on specified conference objectives, the conference is assessed to have been cost-effective.

Speaker Resources

The roster of conference resource persons included an array of nationally recognized individuals. The credentials of each were validated on the basis of (1) potential to influence problem solutions, (2) a prior national role in developing solutions, or (3) past experience with addressing real dimensions of the problem.

Participants were asked to rank each speaker and to rate their effectiveness. In terms of the way resource persons were perceived by the participants, two public school superintendents and a national consultant were top ranked among the nine different presentations. The effectiveness ratings of eight of the nine scheduled presenters were above the midpoint (4.0) on a seven-point scale with 1 = high.

TABLE 1
Rank Ordered Effectiveness Ratings
For Scheduled Conference Resource Persons

Speaker Identity	Assigned Rank	Computed Rank	Computed Effectiveness*
A	1	2.33	1.60
B	2	2.38	1.86
C	3	2.76	2.00
D	4	3.05	2.13
E	5	3.68	2.66
F	6	4.25	3.42
G	7	4.27	3.87
H	8	4.60	2.75
I	9	6.55	6.39

* 7-point scale with 1 = high

Participants

The official conference roster revealed 98 participants. A high proportion of these represented the top echelon of influence and responsibility in a four state area. Of these, only 30 completed the evaluation forms for a return of less than 50%. A summary of the personal/professional data from responses received does not therefore adequately represent the known participants.

Two additional demographic items solicited information about the size of district with which each participant was associated and

the nature of their respective enrollment experience. Table 2 presents a summary of this information.

TABLE 2
Participant Distribution By Size of
District and Prior Enrollment Experience

Variable	Sub-Categories	No. Reporting
District Size	Under 1,000	4
	1,000-4,999	3
	5,000-9,999	5
	10,000-19,999	4
	20,000-49,999	5
	50,000-99,999	0
	Over 100,000	0
	Not applicable	5
Enrollment Experience	General decline	14
	General increase	2
	Non-varying	2
	Too much variation, no pattern	2
	Information not known	2
	Not applicable	5

As Table 2 reveals, the ratio of decline to increase was 7:1 which was the same for those experiencing stability or considerable variation. In a composite sense, however, the ratio of decline to all other experience is 2:1. For those respondents reporting a decline, the average of decreases was approximately 3% per year with a reported high of 5% and a low of 1%. The two reported increases were 20% and 5% per year respectively.

Finally, in response to an item related to primary interest of the participant with respect to geographic setting, the following distribution was received:

Small city (rural)	11
Suburban	8
Metropolitan (large, urban)	3
Not applicable	5

A number of written comments suggested that attention to small districts did not address the needs of districts of less than 1,000 enrollment, but instead was focused on the needs of districts in the 4-5,000 enrollment range.

PROCESS REVIEW

A listing of stated conference objectives was distributed to participants in attendance. The first three objectives are process objectives to be addressed in this section of the report. However, a portion of objective two, i.e., that related to the provision of ef-

fective speakers, has already been reviewed under "Speaker Resources" as an input to the conference.

Conference Logistics

Appropriate concern for conference logistics is widely accepted as one factor that will affect future conference attendance and credibility, though impact on present attendance may be negligible. The results of items related to conference logistics revealed that participants were generally well satisfied with this aspect of the process. A six-point rating scale was employed with 6 = high.

TABLE 3
Conference Logistics As Perceived By Participants

Rank	Item	Avr. Rating
1	Parking	5.71
2	Topic Timeliness	5.37
3	Large Rooms	5.36
4	Small Rooms	5.25
5	Registration	5.18
6	Overall Coordination	5.14
7	Program Schedule	4.85
8	Hotel	3.61
9	Restaurant Availability	3.60
10	Advance Materials	3.58
11	Meals	3.45

As is apparent in the above table, all dimensions rated above the mid-point (3.5) except meals. On the basis of these findings and the high overall conference rating, conference logistics were assessed "good" to "excellent."

Session Focus

One of the conference objectives defined several information dimensions over which each session might be evaluated in terms of information presented. An item was constructed to assess the perceived contribution of each session on each dimension. Table 5 presents a summary of the findings given the following scale:

1. None
2. Very little
3. To some extent
4. Considerable
5. Maximum extent

If the ratings of Table 4 are averaged over dimensions, a global rating for each session may be obtained which suggests how each session was received in general. On the basis of such a composite

TABLE 4
Information Contributions of Scheduled Sessions
On A Defined Set of Dimensions

Dimension	Gen'l. I	Gen'l. II	Sm. Gr'ps. I A S.C.	B S.	C M.	Gen'l. III	Sm. Gr'ps. II A S.C.	B S.	C M.	I	II	III
Enrollments	2.2	3.7	3.2	4.3	3.2	3.6	2.6	3.9	1.5	3.5	3.0	3.3
Facilities	1.9	3.0	2.8	3.8	3.8	3.8	2.9	3.9	2.0	2.6	2.7	3.8
Finance	2.0	2.7	2.2	3.4	3.3	3.0	2.3	3.3	1.5	2.9	3.1	3.6
Personnel	1.7	2.9	2.9	4.0	3.3	3.5	3.2	4.4	2.0	3.7	4.1	3.3
Programs	1.8	2.8	2.1	3.3	2.8	3.1	2.3	3.3	2.5	4.0	3.3	3.3
Public Relations	2.0	3.1	2.8	4.4	3.7	4.1	2.8	4.4	3.0	3.7	3.4	3.8
Legislation	2.7	2.2	1.5	2.5	1.8	2.5	1.8	3.7	1.5	2.1	2.2	2.4

figure, the sessions can then be ranked to establish a normative comparison for each session. Table 5 summarizes this information.

TABLE 5
Rank Order of Sessions On The Basis Of A
Computed Global Information Contribution

Session	Global Rating	Rank
Small Group B-II	3.8	1
Small Group B-I	3.7	2
General Session III	3.4	3
Session III (Tues.)	3.3	4
Session I (Tues.)	3.2	5
Small Group C-I	3.1	6
Session II (Tues.)	3.1	7
General Session II	2.9	8
Small Group A-II	2.6	9
Small Group A-I	2.5	10
General Session I	2.0	11
Small Group C-II	2.0	12

On the basis of the ordered global ratings of information contributed in each session, it is observed that eight of twelve sessions provided topically directed information to participants ranging from "to some extent" to "considerable" while four sessions provided less than satisfactory information. A visual comparison of ranked sessions to ranked resource persons suggests modest agreement thereby providing a simple check of rating reliability.

PRODUCT REVIEW

Of the seven stated conference objectives, three objectives were primarily outcome (product) oriented. The intentions were (1) to facilitate cognitive acquisition, (2) to promote affective change, and (3) to motivate participants to begin development of selected

strategies that might be employed to counteract similar problems where pertinent. At least a portion of the process review (see previous section) focused upon the availability of new information at each session, generally revealing that a majority of the sessions did provide participants with new information. Several additional items were designed to assess outcomes as specified. Table 6 presents a summary of this information.

TABLE 6

Response Summary By Individual Session For Information Acquisition, Attitudinal Change And Future Strategy Development*

	Gen'l. Session I	Gen'l. Session II	Sm. Gr'ps. A	Sm. Gr'ps. B	Sm. Gr'ps. C	Gen'l. Session III	Sm. Gr'ps. A	Sm. Gr'ps. B	Sm. Gr'ps. C	Session I	Session II	Session III
1. Extent to which you acquired new ideas or pertinent information from this session	2.1	3.7	2.6	4.3	3.6	3.9	3.2	4.0	2.6	4.0	3.8	3.9
2. Extent to which your attitudes toward this topic or problem have changed as a result of this session	1.8	3.5	2.1	3.8	3.1	3.5	2.5	3.6	2.2	3.6	3.5	3.6
3. Extent to which this session has helped you develop employable strategies	1.8	3.3	2.4	4.2	3.3	3.8	2.5	3.6	2.2	4.0	3.8	3.8

* Scale: 1, None; 2, Very little; 3, To some extent; 4, Considerable; 5, Maximum extent.

Once again, assuming 3.0 as a minimum threshold, all composite ratings above that criterion signify a satisfactory or better outcome. Hence, with regard to information acquisition, nine of the twelve sessions exceeded the criterion. In terms of attitudinal change, eight of twelve sessions exceeded the minimum and the same for strategy development.

Collapsing Table 6 over rows and averaging provides a global estimate of the entire conference on each objective.

1. Cognitive acquisition 3.47
2. Affective change 3.07
3. Strategy development 3.23

In view of other findings, the outcomes are not surprising and the ratings reflect the relative difficulty of achieving each objective.

Collapsing Table 6 over columns and averaging provides a global estimate of the performance of each session on the three objectives overall. Hence, a normative comparison among sessions is possible in relation to the prescribed task. The following ranking shows the top six sessions and the composite score for each.

1. Session B-I 4.10
2. Session I (Tues.) 3.86
3. Session III (Tues.) 3.76
4. General Session III 3.73
5. Session B-II 3.73
6. Session II (Tues.) 3.70

One question was constructed as a cross-reference on a second item. The item asked participants to rate the extent to which the conference had assisted each to formulate future strategy. The rating scale was a 10-point scale from 1 = "very little" to 10 = "considerable." The average rating for all respondents (N = 28) was 7.15 revealing considerable agreement with previous findings.

Finally, the last question asked respondents to rate the conference on a 10-scale (1 = low, 10 = high; reverse scaled) in relation to all previous conferences attended. The average rating was computed to be 7.5. Additionally, respondents were asked if the conference measured up to their expectations (yes = 25, no = 1, and to some extent = 1) and would they recommend the conference to others (yes = 25, no = 0, and to some extent = 2). Again, these findings closely agree with prior information obtained from respondents.

Evaluation Review

Contemporary practice strongly suggests that an assessment of the evaluation effort be made to determine strengths and weaknesses. The following criticisms are advanced in that regard.

1. *The Strategy.* The overall design was deficient in several ways. First, participants were provided an extensive means by which to offer criticism of the conference. Presenters, on the other hand, had little or no opportunity to present their point of view or perceptions of the conference. Future designs might develop a simple format and guiding objectives to alleviate this deficiency. Second, resource persons were not aware in advance of either the objectives or the means (instruments) by which participants would make their assessments. It is believed that such advance information could substantially improve presenter performance. Third, participants ought to receive advance copies of the conference objectives as a way of improving the basis on which the go/no-go decision is

made. Possibly, this might help to reduce pre-conference variance in expectations. In this particular instance, one item did reveal that an overwhelming proportion of participants realized their expectations.

2. *The Instrument.* In the course of tabulating returns, several problems were uncovered in the instrument. First, it had been intended to use the last four digits of the social security number as an identifier on the conference questionnaire in order to be able to relate conference questionnaire responses to selected demographic variables. In the course of preparing the instrument, this was somehow neglected. Second, specific identities for the Tuesday afternoon sessions (I, II, and III) were not assigned and hence this data is intermixed. Third, another oversight resulted in the loss of any rating for the final large group session. Pilot testing of the combined instruments might have revealed such problems and could also have resulted in a reduction in the length of the instrument with no loss in assessment information.

Summary

The evaluation design for the conference employed the Stufflebeam CIPP model and stated conference objectives as a basis for instrument design, as a guide for on-site observations, and as a format for reporting findings. Data analysis relied primarily upon descriptive statistics and success judgments were advanced without the benefit of previously specified criteria. Confronted by the same assignment at some future point in time, these procedures would be well recommended and only minor technical changes, as previously identified, would be enacted.

The review as presented in this report attempted to examine the conference from five different vantage points. The first four were derived from the CIPP model (Context, Input, Process, and Product) and the last from the belief that the evaluation effort must also be subjected to criticism. In regard to the context, no major weaknesses were identified which might have contributed to a less-than-satisfactory outcome. The input review revealed that resource persons were well-recommended and that participants were too few in number given the commited financial and human resources. From a strict cost-effectiveness standpoint, few conferences could be conducted if the expense per individual were as high. From a longer range standpoint, the ultimate effects (credibility, availability of recorded sessions, the production of a summary of proceedings) which may impact large numbers of educators, may be multiplied many times over.

In reflection, the primacy of the topic, the cooperativeness and resources of sponsoring agencies, the selection of a skilled and responsible coordinator, the credentials of scheduled presenters, and

appropriate attention to site selection are all primary factors which contribute substantially to the success of a conference. With but few exceptions, this conference was successful because the right factors in the success equation were properly addressed and proportionately present.